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ABSTRACT

This issue paper focuses on the first of six national education goals described by President George Bush on January 31, 1990. The intent of this goal is that by the year 2000 all children in the United States will start school ready to learn and that appropriate federal and state policies will be in place. The paper is organized as follows: (1) a review of studies and selected state profiles; (2) federal child care initiatives; (3) a summary of the state of the scene; (4) early childhood policy questions; and (5) policy issues for teacher educators. Three appendixes consist of entries on early childhood education from the December 1990 American Association of Colleges for Teacher Education (AACTE) survey, "Teacher Education Policy in the States: A 50-State Survey of Legislative and Administrative Actions"; policy choices; and the names of members of the AACTE Early Childhood Advisory Group. (LL)

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American Association of Colleges for Teacher Education

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AN ISSUE PAPER BY
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CONTEXT

On January 31, 1990, President George Bush described six National Education Goals to a joint session of Congress (U.S. Department of Education, 1990). The first of these goals is explicit in its intent:

- By the year 2000, all children in America will start school ready to learn.

Three objectives in the president's message suggest how this goal is to be achieved:

- All disadvantaged and disabled children will have access to high quality and developmentally appropriate preschool programs that help prepare children for school.
- Every parent in America will be a child's first teacher and devote time each day to helping his or her preschool child learn; parents will have access to the training and support they need.
- Children will receive the nutrition and health care needed to arrive at school with healthy minds and bodies, and the number of low-birth-weight babies will be significantly reduced through enhanced prenatal health systems.

Each of these objectives is important to America's children, and for their education. The first one—that all disadvantaged and disabled children will have access to high-quality, developmentally appropriate preschool programs—is of special importance to teacher educators, for we must prepare those who will teach in "high-quality, developmentally appropriate" preschools. Only if appropriate federal and state policies are formulated, however, will proper standards be observed in all preparation programs and will those we prepare be the ones who actually teach in the nation's preschools.

The discussion that followed the listing of goals stated that the nation's first priority must be "to provide at least one year of preschool for all disadvantaged children" (Executive Office of the President, 1990, p. 10). Achievement of this priority also is vital for our children, but if we limit our attention to the educational needs of the disadvantaged or disabled preschool child to a single year of preschool education—probably 12 to 15 hours per week for a nine-month period—we will neglect our responsibility to this child.

Even though much of the research on the benefits of a high quality preschool experience that includes parent involvement has been done with part-day preschool programs (Berrueta-Clement et al., 1984; Lazar et al., 1982), attention to the preschool child's educational needs must address care needs as well. The child who is in a high-quality preschool setting 15 hours per week

"Single-parent families increase the demand for early childhood education and care, thus placing greater demands on those who prepare teachers..."

for nine months and who is "warehoused" another 25 to 30 hours per week during those same nine months and 40 to 45 hours per week during the remainder of the year will suffer serious disadvantages in becoming prepared for school. Furthermore, the national education goals notwithstanding, every disabled and economically disadvantaged child should have five years—not one—of high-quality preschool education before beginning kindergarten.

In 1990, 55 percent of the mothers of young children were in the work force (an 80 percent increase since 1970). From 1980 to 2000, the population of children from single-parent families is projected to rise 48 percent. By 1995, more than 80 percent of women between the ages of 24 and 44 will be in the work force, a 50 percent increase since 1970 (Edelman, 1989). Single-parent families headed by a woman are especially likely to be poor, the chances being better than 50 percent that this will be the case. Black and Hispanic families headed by a woman are more likely to be poor—56 percent for single Black women and 59 percent for single Hispanic women (Reed and Sautter, 1990).

Single-parent families increase the demand for early childhood education and care, thus placing greater demands on those who prepare teachers, directors, and paraprofessionals. There is now a "staffing crisis" in early childhood education; annual turnover rates of 40 percent are common (Granger, 1989).

Furthermore, staff quality often is marginal. Indeed, one group of graduate students, after spending practicum time in a variety of day care settings, was so concerned with the quality of programming in those centers that they met with their state board of education to request that directors of early education programs be licensed (Dappan, 1990).

Kagan (1990) defines excellence in early care and education as a combination of (1) quality (the critical component), which she says includes environmental variables, children's behaviors, and the interaction of the two; (2) equality (the neglected component), or rights to equal access and equal justice (which she argues have been asserted but not ensured); and (3) integrity (the unconsidered component), which suggests an integrated scheme or vision that should lead to carefully planned and coordinated programs. According to Kagan, the vision of coordinated programs has been lacking and so has the coordination. If we are to have early education and care programs that are models of quality, equality, and integrity, we must have federal and state policies that encourage their existence.

The remainder of this paper is organized as follows: First, the authors review the findings of the Bank Street Public School Early Childhood Study (including the State Survey [Marx and Seligson, 1988] and the District Survey [Mitchell, 1988]) and the profiles of early childhood and parental education developed by the Council of Chief State School Officers (1988). Data from two recent AACTE State Issues Clearinghouse surveys (AACTE, June 1988, December 1990) are used to illustrate some early childhood education efforts. Second, current federal prekindergarten efforts are summarized. Third, the paper concludes with a review of policy issues for teacher educators.

REVIEW OF STUDIES AND SELECTED STATE PROFILES

During 1990, the AACTE Early Childhood Education Advisory Group (see Appendix C) reviewed a number of studies of early childhood education and related policy studies for two purposes: (1) to develop a profile of state-driven early childhood education efforts in 1990 and (2) to define related policy and program questions that must be addressed by the primary constituents of AACTE--administrators and faculty members in schools, colleges, and departments of education. The early childhood education studies reviewed below are the *Public School Early Childhood Study: The State Survey* (Marx and Seligson, 1988) and *Public School Early Childhood Study: The District Survey* (Mitchell, 1988), both published by the Bank Street College of Education; the Council of Chief State School Officers' *State Profiles: Early Childhood & Parent Education and Related Services* (CCSSO, 1988); and the early childhood section of *Teacher Education Policy in the States: A 50-State Survey of Legislative and Administrative Actions* (AACTE, 1988, 1990).

The Bank Street Studies

In 1986 and 1987, Bank Street College in conjunction with the Wellesley College Center for Research on Women conducted a comprehensive two-and-one-half-year study of early childhood education in the public schools. It was the first attempt to collect national descriptive data on public school programs for children of prekindergarten age. The study included three parts: a telephone and mail survey of all 50 states and the District of Columbia conducted in spring 1986 (reporting on the 1985-1986 school year) and updated in summer 1987; a mail survey of 1,200 public school districts in spring 1986; and case studies of 13 programs in 12 states conducted in winter 1986.

The report concluded that from 1980 to 1987, early childhood education became an important agenda item for many states. Prior to 1980 only eight states had passed legislation or provided state revenues for prekindergarten programs, whereas by 1987 that number had increased to 26.

"...low-income children are less likely than higher-income children to receive prekindergarten experience."

The Bank Street State Survey. This study described three main forces that contributed to states' interest in early childhood education: (1) the education reform movement with its emphasis on increasing school readiness, (2) the rapid increase of women in the labor force—especially mothers of very young children, and (3) evidence from longitudinal research of the impact of early childhood programs on disadvantaged preschoolers.

In an overview of its findings, the Bank Street state survey noted that while a majority of states provided prekindergarten programs for handicapped children under the Federal Special Education Preschool Incentive Grants or through Federal Chapter I funds, prior to 1980 only eight states provided state revenues for prekindergarten programs (excluding state contributions to Head Start). By 1984, seven additional states had initiated prekindergarten programs; six additional states began programs in 1985; and five more states added programs during 1986 and 1987. Furthermore, during 1986 and 1987 three states expanded existing programs.

As pointed out in the Bank Street study, the focus of state initiatives is on low-income children. There appears to be clear recognition at the state level that low-income children are less likely than higher-income children to receive prekindergarten experience. The report notes a statistic cited by the U.S. Department of Education in 1985 that 67 percent of four-year-olds whose families had incomes of $35,000 or more per year participated in preschool programs, whereas fewer than 33 percent of the four-year-olds whose families earned less than $10,000 were enrolled in such programs (Marx and Seligson, 1988, p. 7).

The report notes that state investment in early childhood education has taken one or more of three forms. The most prevalent form is that of providing funds for pilot or statewide prekindergarten programs. At the time of the Bank Street state survey, pilot funding was reported in 23 states and the District of Columbia. Eight states and the District of Columbia distributed funds to match Head Start monies or provided additional revenues to expand Head Start programs; this is the second form of investment. Two states provided parental education programs in lieu of direct services to prekindergarten children; this is the third form of investment.

As to age range, the state programs were almost equally divided between those serving only four-year-olds and those extending program services to children between the ages of three and five, whereas two-thirds of state programs were targeted for children the state classified as "at risk."

Approximately half of the states with prekindergarten legislation limited the program operation to public schools. The remaining states permitted the public schools to subcontract with other agencies for services, permitted private agencies to contract directly with the state, or both. With but three exceptions, primary responsibility for preschool programs was found to rest with state departments of education or state departments of public instruction.

The Bank Street District Survey. The district survey of the Bank Street study (Mitchell, 1988) was designed to gather extensive data on the operation of all types of programs for prekindergarten children offered by public school districts in the United States. The survey was conducted in spring 1986 and reported on data taken from the 1985-1986 school year.

The district survey showed that in 1986 public schools operated a variety of programs for children from birth through age five. The survey showed that the largest number of programs represented were those in special education, while the largest number of children were found to be enrolled in Head Start programs. Furthermore, while an examination of geographic regions showed no major differences by region for most program types, about one-fourth of all Head Start programs were located in the Southeast, whereas nearly 35 percent of all state-funded prekindergarten programs were located in the Southwest. The district survey also reported the number of children (by age) enrolled. This analysis showed that the clear majority of children enrolled in public school prekindergarten programs were four years old.

The Bank Street district survey also presented detailed data on other factors, including funding sources, location and operating schedule, class size and staffing ratios, school and center licensing requirements, and participant eligibility criteria. With regard to funding, it is of particular note that approximately 8 percent of the programs included in the district survey were locally funded and, unlike state-funded programs, included parent fees.

Of particular interest to persons responsible for preparing teachers are the data on teacher qualifications and the use of paraprofessionals. As to teacher credentials, the study noted that in 1986, licensure requirements for teachers were complex and not easily compared across states; however, half of all respondents indicated that an early childhood education license or certificate was required for teachers in their programs. Such licenses or certificates were most likely to be found in states with subsidized programs. Furthermore, nearly three-fourths of all programs required a bachelor's degree, and two-thirds indicated that no previous experience was required for employment as a teacher.[1]

"Most programs (85 percent) reported that they employed paraprofessionals for classroom work."

The use of paraprofessionals was found to be prevalent as a means of achieving what were considered to be appropriate ratios of staff to children. Most programs (85 percent) reported that they employed paraprofessionals for classroom work. The most common requirement for such employment was a high school diploma or its equivalent.

Superintendents who responded to the Bank Street district survey questionnaire were asked to speculate about the prekindergarten programs in their

1. States have commonly used the terms "certification" and "licensure" interchangeably. Increasingly, however, professional organizations and a number of states use "license" to refer to the initial teaching credential granted by the state and "certificate" to refer to an advanced credential awarded by a professional or nongovernmental body. In this paper "license" and "certificate" will be differentiated in this manner.

districts over the next three years. More than half expected that the number of children served would increase. Less than 5 percent predicted any decrease in the number of children served. Reinforcing this expectation was the fact that the overwhelming majority of those surveyed saw the prekindergarten programs as extremely advantageous. Nonetheless, the report closes with the note that as of 1986, public schools provided only a modest portion of early childhood services; close to 200,000 children attended such programs, as compared with the 1 million children under five who were enrolled in publicly subsidized child care and Head Start programs nationwide. Finally, the report raised the question of whether public schools can provide some of the much-needed early childhood programs. The answer to this question will undoubtedly be determined in large measure at the community level but also through the design, and the success or failure, of federal legislation.

Postscript. A recent update of the Bank Street studies listed 31 states as appropriating funds for state-initiated prekindergarten programs, direct contributions to Head Start programs, or both (Mitchell, 1989). Confirming earlier findings in the Bank Street studies, Mitchell reported that in 1989 such programs were mainly part-day programs for at-risk four-year-olds, that they operated throughout the school year, and that they were nearly always administered by state departments of education and provided by public school districts. In the 31 states reported on, the state-funded prekindergarten programs and the state contributions to Head Start together amounted to state investments of more than $300 million annually. Mitchell observed that although state investments on the whole are more modest than investments of the federal government, in the 1980s the states led the way in early childhood policy development and in new investments in early childhood programs.

CCSSO State Profiles

In 1988, the Council of Chief State School Officers conducted a study of early childhood and parental education and related services. The data were collected through an instrument sent to all chief state school officers and reported programs in place during the 1987-1988 school year (CCSSO, 1988). One part of that survey asked for information on Head Start, prekindergarten, and kindergarten programs provided by public schools for children from birth through age five. In addition to the information summarized below, data were also included on funding sources (state or federal) and appropriations for the year under study (fiscal year 1988).

Twenty-nine states reported data on prekindergarten programs, including the number of children enrolled and the percentage of "eligible" children being served. In some instances, "eligibility" was defined narrowly (e.g., disadvantaged children), but in most cases the term apparently referred to the age group being served. In the latter cases, the percentage served ranged from 0.3 to 39. States providing prekindergarten services for at least 20 percent of the

eligible population included only South Carolina (20 percent), Minnesota (26 percent), and the District of Columbia (39 percent). As one would expect, the picture that emerged regarding kindergarten services was considerably brighter. Forty-one states reported kindergarten data; the majority reported serving between 70 and 98 percent of eligible children.

It is worthy of note that in the CCSSO study, 30 states and the District of Columbia supported public school prekindergarten programs in 1988—an apparent increase of seven from the 1987 data presented in the Bank Street study. Furthermore, as noted above, the Bank Street district survey showed approximately 200,000 children enrolled in public school early childhood programs. In contrast, the CCSSO study listed approximately 324,000 prekindergarten children enrolled in public school programs in the 1987-1988 school year.

A review of the CCSSO data on Head Start indicates that as of 1988, nine states made a contribution to their Head Start programs, apparently thereby expanding the number of eligible students served. However, here again, very few states were serving more than 30 percent of their eligible Head Start population. The notable exceptions were Mississippi (85 percent), Oklahoma (83 percent), and Kansas (45 percent).

AACTE Survey

In December 1990, the AACTE State Issues Clearinghouse released its tenth 50-state survey of legislative and administrative actions in regard to teacher preparation and licensure (AACTE, 1990). One area addressed was early childhood education policy. The survey's purpose in this area was two-fold: first, to describe any state-funded or state-sponsored prekindergarten programs for non-special education children, and second, to note the existence of any early childhood teaching credential offered by the state.

The survey describes the nature of prekindergarten programs, including the targeted population; the ages served; the number served; whether services are comprehensive (i.e., include nutritional and health services and access to social services); the parental education components; the existence of a state-established teacher-to-student ratio; the number of projects funded and children served; and the level of funding. Included are data on the early childhood credential, concentrating on its form (i.e., a separate license, an added endorsement, or part of an elementary license) and its function (i.e., necessary for individuals teaching in a state-sponsored program).

In a previous 50-state survey (AACTE, June 1988), 12 states reported sponsoring preschool programs; their sponsorship consisted largely of monetary support and left daily operations to local education agencies. Seven more states reported efforts ranging from preliminary discussion of issues to established programs. The December 1990 AACTE survey shows an increase in states' early childhood education activity; 30 states reported offering or sponsoring some type of early childhood education program.

"State initiatives in early childhood licensing have increased over the past two years."

State initiatives in early childhood licensing have increased over the past two years. For example, the December 1990 survey found that 36 states offered some type of early childhood education credential, and of these a few states offered more than one type of credential (e.g., a "stand-alone" license as well as an endorsement). In comparison, the 1988 survey reported that a special license or endorsement to teach preschoolers was offered in 23 states.

Appendix A presents a listing of entries on early childhood education from the December 1990 AACTE survey. From these data, five examples of leadership in early childhood education were identified. Supplemental material on these states was gathered and is presented below.

California. California funds the General Child Development Program, which includes a variety of state educational efforts for children from birth through age 14. One component of the General Child Development Program is the State Preschool Program, a companion program to Head Start for three- and four-year-olds. It is a half-day, comprehensive program for disadvantaged youngsters, complete with parental involvement. Other efforts under the General Child Development Program are the School-Aged Parenting Program for pregnant teenagers (which provides child care for children born to teenagers); the Migrant Child Development Program (which provides care for children while their parents work in fishing, agriculture, or related areas); and the Campus Child Development Program (which provides care for children whose parents are enrolled in college).

A total of $342 million was budgeted for the entire General Child Development Program in 1990-1991. That figure includes approximately $216 million for public agencies, $118 million for private agencies administering the General Child Development Program, and $38 million for the State Preschool Program. There are 100,000 children served by these programs, including 27,000 in public schools, 13,623 in private agencies providing the General Child Development Program, and 19,179 in the State Preschool Program. Teacher-to-student ratios in State Preschool Program classrooms are as follows: 1-to-3 for children from birth to 18 months (and no more than 18 children in a group under one teacher); 1-to-4 for children from 18 to 36 months (and no more than 16 in a group); and 1-to-8 for children from 36 months old to kindergarten age (no more than 24 in a group).

A "preschool authorization" may be added to any existing teaching credential to authorize an individual to teach in a preschool. The California Commission on Teacher Credentialing requires all teachers at publicly funded preschools to have this authorization or hold one of four state permits in early childhood education. These four—the Regular Childrens' Center Instructional Permit, the Limited Permit, the Supervision Permit, and the Life Supervision Permit—vary in the child development courses and experience required. Staff working directly with children in State Pre-

school Programs are eligible to receive up to 100-percent reimbursement for college courses in early childhood education. The state allocates approximately $300,000 for these grants.

Illinois. Since 1985, Illinois has sponsored the Children-At-Risk Program for three- to five-year-olds. This program permits districts to apply for grants to provide prekindergarten programs for at-risk children. *At-risk*, as defined by the state, applies to those who because of home and community environment are subject to linguistic, cultural, or economic disadvantages. Schools may use screening procedures for identifying these disadvantages. District initiatives funded must address children's physical, social, emotional, and cognitive development. Children participate in half-day programs four days each week. On the fifth day, parental involvement takes place through conferences, home visits, and individualized planning for students. Public schools may contract out for facilities but must remain the administrative agent of the program. The state stipulates a teacher-to-child ratio of 1-to-10; the maximum group size is 20 children with two adults.

By July 1, 1998, all teachers working in the Children-At-Risk Program must hold the Illinois Early Childhood Education Standard Certificate. This credential authorizes individuals to teach children from birth through third grade. For the 1990-1991 school year, the state budgeted $63 million for 236 programs serving approximately 25,000 children in over 475 districts.

Minnesota. Minnesota sponsors the Early Childhood Family Education (ECFE) program, which includes parental education programs; family literacy projects; a program of instruction for infants, toddlers, and three- to five-year-olds; and a program that fosters interaction between parents and children. Begun in 1974 as a series of pilot efforts, the program was broadened in 1984 to all districts that offer community education. Programs are open to families with children of kindergarten age or younger, although some special sessions are designed for parents with particular needs (e.g., single, foster, or teen parents). Families may participate in any district's program. Every local program has an advisory council of parents and others that assists in development, planning, and monitoring. Programs link up with local health, education, and human service agencies.

For the 1990-1991 school year, the ECFE program was expected to serve approximately 170,000 parents and children from 365 districts. This is approximately 96 percent of the eligible children in the state. The ECFE program receives 40 percent of its funding from the state and 60 percent from local districts. Total ECFE funding for the 1990-1991 school year is almost $25 million. The ECFE program is branching out with 10 pilot projects that provide similar educational programs for families with children in kindergarten through grade 3.

Four credentials exist for individuals who teach young children or their parents. There is an Early Childhood License (for teachers who work with children from birth through age five in any public program); a Prekindergarten License (for teachers of all children in the ECFE program); a Family Educator License (with which the teacher can teach both children in the ECFE program and their parents); and the Family/Parent Educator License (for teaching just the parental education portion of the ECFE).

New York. In the 1990-1991 school year, the state allocated $47 million to 130 school districts under the New York State Prekindergarten Program. Funding supports prekindergarten programs for four-year-olds, as well as some coordinated early childhood education and day care programs. Districts must provide at least 11 percent of the funding for these programs.

Each program must consist of six components: education, social services, health and nutrition, parental involvement (a parent advisory committee must be formed), "developmental continuity" (i.e., outreach to follow the children's progress into kindergarten and the first grade), and staff development. Programs must adhere to a teacher-to-child ratio of 1-to-8. A group of 16 children with two adults is the usual pattern. Approximately 21,000 four-year-olds are served daily throughout the state in two-and-one-half- to three-hour programs. Eighty percent of these children must be at the state-defined poverty level, which means that they are eligible to receive free or reduced-price federal lunches. The state has also allocated $3 million to 12 programs that offer coordinated, full-day programs of preschool and day care.

Teachers must hold the Elementary (nursery through grade 8) credential. An early childhood credential was being developed and was expected to be in place in early 1991. This credential will be available for those who teach children from prekindergarten to grade three.

South Carolina. The state funds the Half-Day Child Development Program for Four-Year-Olds. These district-level programs are designed primarily for "at-risk" four-year-olds, including at-risk children in special education. The program resulted from a provision in the South Carolina Education Improvement Act of 1984 designed to serve a targeted population of children. *At-risk* is defined by the state as referring to children who are predicted to have significant readiness deficiencies because they live in districts where many children score below the average first-grade reading level in the Basic Skills Assessment Program. District programs must be educational; regulations permit, but do not require, the provision of comprehensive services.

Total funding for this program during the 1990-1991 school year is $13,617,106. Districts may supplement state funding to make these programs full-day. Parental education, including community resources and workshops on child growth and development and the special needs of young children, is offered.

The child development program serves 10,717 four-year-olds in 91 districts, or approximately 25 percent of the children who are eligible. The maximum class size is 20 children with a teacher and a teaching assistant present. The class must be headed by a teacher with a Kindergarten-Grade Four credential.

South Carolina also funds home-based parental education programs. These programs must be developed through the cooperative efforts of the state's Department of Social Services, Department of Mental Health, and Department of Health and Environmental Control, and local elementary schools. Districts may apply for grants of up to $20,000 to provide parental education services. Those districts in which many children score below a defined level on a first-grade readiness test receive priority for funding.

AACTE Survey Overview. These examples suggest the varied approaches states have taken to address the needs of young children. State intervention is in the form of prekindergarten programs, many of which provide for parental involvement. Other states have focused primarily on parental education. For example, since 1985 Missouri has funded the Parents as Teachers Program, which provides instruction and guidance in parenting skills and child development to parents of young children and screens children for delayed development, health problems, or handicaps. Some states, including Florida, also provide parental education and support services for at-risk and handicapped children from birth through age three.

States may fund different kinds of groups to provide similar services. For example, Michigan offers two grant programs, one for public school prekindergartens and the other a competitive grant program for public and private nonprofit organizations and agencies. The public school program was authorized by the State School Aid Act, while the funding for nonprofit organizations and agencies comes from the Department of Education Appropriation Bill. Both grant programs facilitate the operation of preschools for at-risk four-year-olds. Although these programs take place in different sites, all programs must include the components of parental involvement and education, half-day educational classes, community coordination and input through an advisory committee, and trained, qualified staff.

"Given the variety of possible early childhood services, the range of providers, and the need to maximize resources, some states have formed interagency councils to coordinate early childhood education..."

Given the variety of possible early childhood services, the range of providers, and the need to maximize the use of resources, some states have formed interagency councils to coordinate early childhood education and day care. For example, the Interagency Advisory Commission on Early Childhood Development and Education in Maryland coordinates services for children from birth through age five. The group includes representatives of community and state agencies and others interested in early childhood education. A second example is the gubernatorially appointed Virginia Council on Child Day Care and Early Childhood Programs, which funds several demonstration projects that combine education and day care for young children.

FEDERAL CHILD CARE INITIATIVES

During the 101st Congress, lawmakers considered several initiatives to address the needs of disadvantaged prekindergarten and latch-key children. These options can be classified into three policy areas: free market solutions, government subsidy solutions, and school-based child care solutions (Herr, 1989).

Supporters of the free market solution advocate tax subsidies to help parents purchase child care services. Two rationales undergird this approach: It avoids establishing additional government bureaucracy to manage the system, and it allows parents to select child care offered by churches while distancing government from direct support of religious institutions. This approach is supported by congressional conservatives and members of the Bush administration.

The government subsidy approach accepts the premise that the federal government has a responsibility to provide day care and related services for needy children and that an infrastructure should be established and maintained by government to make these services available. This approach is supported by groups such as the Children's Defense Fund.

The third policy option, school-based child care, emphasizes educational development rather than custodial care. Supporters identify Head Start as an existing successful federal program. While the Children's Defense Fund and other child advocacy groups support expansion of Head Start, they argue that it does not address the day care needs of young children.

After considerable debate and negotiation, two child care measures were passed in the final days of the 101st Congress. Elements of the three policy options noted above can be found in each. After more than two years of hearings and debate, a compromise child care bill was enacted as part of an omnibus reconciliation bill (HR 5835). This measure combined provisions in child care bills passed by the House and Senate that had been stalled in conference committee for nearly six months. At issue in the conference was tension between Education, Finance, and Ways and Means committee members about the funding mechanism (tax credits or direct grants), federal

"...this [legislative] process resulted in a compromise bill that relies on a free-market approach to selecting child care and minimal attention to children's educational needs."

funding for child care provided by religious institutions, and the balance between support for custodial and educative services.

Inclusion of the child care bill in the budget reconciliation package was a function of political exigencies. Passage of the reconciliation bill was essential to enact provisions of the budget compromise between the Administration and Congress. Thus, the child care bill was protected from possible defeat on the House or Senate floor or by presidential veto. In addition, the package's emphasis on aid to poor and lower-middle-income families helped make reconciliation, as a whole, appear less regressive. However, this process resulted in a compromise bill that relies on a free-market approach to selecting child care and minimal attention to children's educational needs.

The new child care bill authorizes $2.5 billion over three years for grants to states to help improve the availability, affordability, and quality of child care. It also provides a $17 billion tax credit-entitlement package for child care services. States will be able to use 75 percent of their grants either to provide child-care services directly to families with incomes below 75 percent of the state median income or to increase the availability or quality of child care. Of their remaining grant money, states must spend three-quarters on programs to provide preschool education or to serve school-age children before school, after school, or both. Another 20 percent is targeted for activities such as training for care-givers or increasing salaries for child-care workers. The remaining 5 percent may be used at the state's discretion.

The fiscal year 1991 appropriations bill (HR 5257) includes $750 million for provisions in the child care bill. The funding measure stipulates, however, that none of the funds be made available until September 7, 1991, less than a month before the fiscal year ends, which means an estimated outlay of only $40 million.

Reauthorization of Head Start was the other focal point for congressional interest in the needs of young children. Established by Congress in 1964, Head Start is administered by the Department of Health and Human Services and funds community-based child development programs. Ninety percent of Head Start recipients must be from families whose income is at or below the federal poverty line. At least 10 percent of the children served must be handicapped. In fiscal year 1990 this program was funded at $1.5 billion and served approximately half a million children.

Congress used the Head Start reauthorization to expand services provided through the earlier implementation of the program. The legislation (HR 4151) extends Head Start for four years and, if fully funded, will serve over 1.8 million three-, four-, and five-year-olds by 1994. Included in the new Head Start program are provisions that by 1994 each Head Start classroom will have a teacher with either a "child-development" associate credential or a degree in early childhood education. Programs that have personnel who are within six months of receiving their child-development associate license may

request a waiver of this provision. The extension of social services and other Head Start components to elementary-school children and their families will occur through Head Start Transition Projects. In addition, funds are targeted to provide parental education and to support a longitudinal study of the Head Start program.

An amendment to the Head Start bill establishes a series of programs to coordinate services for children, youths, and families. Included is a new Federal Council on Children, Youth, and Families to be chaired by the Secretary of Health and Human Services. The council will coordinate federal services for children and youths, oversee a program of grants to states for coordinated social and education services, and evaluate such programs. Although no funds were appropriated for this amendment, the Congress recommended an authorization of $62.5 million to stimulate an integrated services approach to meeting the needs of young children.

While members of Congress and the Administration spoke of commitment to federal support of programs for preschool children, the child care bill that was ultimately passed and funded stresses a free-market approach to child care rather than a comprehensive approach to meeting the educational needs of young children. As expanded, Head Start will continue its focus on education, health, and social services for young children, but the new integrated services provisions have not been funded for fiscal year 1991.

SUMMARY: STATE OF THE SCENE

While there are some differences in the data bases cited in this report, the picture that emerges is one of significant expansion of early childhood education in the 1980s. Summarizing from the studies reviewed above, we find that:

- Three-fifths of the states and the District of Columbia are providing funds for pilot or statewide prekindergarten programs.
- In 1988, nine states and the District of Columbia distributed funds for the Head Start match or provided additional resources to expand Head Start programs. However, with but a few exceptions, states serve no more than 30 percent of the eligible Head Start population.
- Two states provide parental education programs in lieu of direct service to prekindergarten children.
- Two-thirds of the state programs are targeted for at-risk children, and most are part-day programs.
- State programs are almost equally divided between those serving only four-year-olds and those serving three- and four-year-olds; a clear majority of children enrolled are in the four-year-old category.
- Approximately half of the states that have prekindergarten legislation limit the program operation to public schools. The remaining states permit the public schools to subcontract with other agencies, permit private agencies to contract directly with the state, or both.
- In general, primary responsibility for preschool programs rests with state departments of education.
- Approximately two-thirds of the states require prekindergarten teachers to have training or hold an early childhood education license.
- The use of paraprofessionals is the most common means of achieving appropriate staff-to-child ratios, and the most common requirement for such employment is a high school diploma or its equivalent.

- State contributions to Head Start and prekindergarten programs amount to approximately $300 million.
- Data on state initiatives from 1986 to 1990 suggest that preschool programs will continue to expand, although state financial constraints may limit growth.
- Kindergarten services apparently are provided by all states, and in the great majority of states between 70 and 98 percent of those who are eligible are enrolled.
- As early childhood programs expand, there is an urgent need to avoid ad hoc decisions and to focus on major policy questions such as the children to be served, program duration, funding, administrative responsibility, quality control, and teacher preparation and licensure.

Emerging from this profile are a number of key policy questions and issues for schools, colleges, and departments of education as they prepare teachers and other professionals for the multiple settings that now characterize and will continue to characterize the expanding field of early childhood education.

EARLY CHILDHOOD POLICY QUESTIONS

Many policy issues related to early childhood education are referred to at least indirectly in the preceding discussion of state and federal programs. A review of early childhood policy issues is presented in a May 1987 report from W. Norton Grubb at the Center for Policy Research in Education, Rutgers University (Grubb, 1987). That report places the current movement in early childhood education in historical context. It examines the split between early childhood and elementary education and the related tension between the "custodial" and "developmental" approaches to early childhood programs. It also provides a detailed analysis of the cost of early childhood programs on the basis of factors that have a critical effect on the quality of programs, such as the teacher-pupil ratio. Finally, it provides an outline of the choices faced by states in terms of policy options for early childhood programs.

The summary of the Grubb report notes that most of the programs enacted by states in the 1980s are limited pilot programs for half-day preschools that enroll at-risk four-year-olds. Such programs are distinguished from comprehensive programs that provide full-day child care and compensatory education. Grubb notes that policymaking in the field of early childhood education is still largely "in its infancy." He sees this as an advantage in that the majority of states have an opportunity to create early childhood education policy. To do so, Grubb argues, they must reconcile three primary issues: the historical rift between the educational and custodial models of early childhood education; the historical conflict between the elementary school and early childhood education communities over purposes, methods, and control; and the trade-offs between the cost of programs and their quality. Each of these areas is developed in detail by Grubb and is worthy of review.

Grubb's definition of the major policy directions is particularly pertinent to this paper. Grubb argues that the reconciliation of conflict between the philosophical, operational, and resource components of early childhood pro-

grams presented above requires the formulation of policy decisions. He sees the array of governmental and funding options as a stimulus to development of effective policy, and he believes the array of options is expanding. (This conclusion is supported by the examination of federal legislation earlier in this paper.) Grubb argues that before enacting new programs, states should formulate early childhood policies by reaching consensus in seven primary areas:

1. Which children should be served?
2. How long should programs operate?
3. What level of funding should be provided, and how should state and local revenues and parent fees be used?
4. What types of funding mechanisms should be used?
5. Which state agency(ies) should be responsible for administering the early childhood education programs?
6. What types of quality control should be instituted?
7. What forms of teacher preparation and certification should be required?

The policy choices defined by Grubb are outlined in Appendix B.

The first and second questions raised by Grubb (which children should be served and in what types of programs) are critical. In Grubb's view, the fact that most recently enacted programs are half-day preschools for at-risk four-year-olds raises several fundamental policy questions. Given that increasing numbers of parents need full-day care for their children, including those below the age of four, policy decisions must be made as to whether to offer a full-day program (either as a preschool or as a combination of preschool and after-school programs) and whether such a program will be limited to four-year-olds or expanded to include three-year-olds, as some states are now doing. A related question for Grubb is whether such programs should go beyond educationally at-risk children and include all low-income children, or, indeed, all children in the defined age group.

"Policymakers must also determine whether the sources [of funding] will be limited to the state or will include local revenues, parent fees, or both."

Questions of funding are obviously central. States must first decide on the level of funding. As Grubb notes, the existing levels vary greatly, ranging from $1,000 to $6,000 per child per year. The services provided also vary greatly—from basic care to parental education and related social services—and they include transportation, health screening and care, psychological screening, and counseling. Policymakers must also determine whether the sources will be limited to the state or will include local revenues, parent fees, or both. Related questions about funding mechanisms also arise. Will the approach be one of formula funding of school districts? If so, will the formula be an existing one or one specifically designed for early childhood? Alternatively, will projects be funded through a request-for-proposal process? If so, what will be the eligibility criteria? Will funding requests be limited to school districts? Will subcontracting be allowed? Or will community-based organizations as well as school dis-

tricts be eligible for funding? Another funding mechanism to be considered is the use of parent vouchers. If this mechanism is chosen, will such vouchers be unrestricted or limited to programs that meet specified quality standards? And finally, a state may decide, as has California, that a mix of these funding mechanisms is appropriate.

As to the question of administrative responsibility, Grubb notes that most federally funded child care is currently administered through welfare agencies, whereas recently enacted preschool programs have been placed for the most part in state departments of education. He sees neither alternative as completely satisfactory given the stigma many attach to welfare agencies and the unfamiliarity of many education agencies with early childhood programs. He concludes that the best approach is to grant administrative responsibility to an existing agency such as the education department but to provide staff and networks to that department to ensure program quality and linkage with what he calls the "different worlds of early childhood." One mechanism that he advocates for achieving this linkage is the creation of an advisory group, similar to one set up in California, that includes not only educators but also early childhood advocates, welfare officials, and other constituent groups.

In Grubb's view, many decisions related to ensuring quality (e.g., decisions regarding operating hours, adult-child ratios, and other aspects of program structure) will be made legislatively. He sees requirements for teacher credentials as another mechanism for quality control through the specification of standards for those who work in child development agencies. Grubb notes that, as found in the National Day Care Study (Coelen, Glantz, and Calore, 1978, pp. 45, 65), research on quality of care leads to the conclusion that specific training in early childhood development is critical.

POLICY ISSUES FOR TEACHER EDUCATORS

Virtually every policy issue presented thus far has implications for teacher educators and institutions engaged in teacher preparation. Of direct concern are questions of appropriate forms of teacher preparation and licensure and the closely related questions of selection and induction, compensation, and career development.

Beyond these direct concerns, it is imperative to note that the process by which children learn does not change with the setting. Therefore, the obligation of teacher educators and institutions engaged in teacher preparation must be visionary. Teacher educators must not be tied to tradition that narrowly defines the institutional role as preparing teachers to be licensed by state departments of education primarily for service in the public school arena. Programs for young children are delivered in a variety of settings. If one accepts that it is a societal responsibility to ensure that young children have access to relationships and rich experiences that will prepare them to succeed in school, then it becomes obligatory to prepare early childhood teachers who are cognizant of the diversity and inequity of children's early life experiences, understand the wide variation in young children's development and learning, and are capable of addressing these needs through implementing developmentally appropriate programs (National Association for the Education of Young Children, 1990a).

CREDENTIALING PATTERNS

Clearly, there is no one pattern among the states for the certification or licensure of teachers (AACTE, 1988, 1990; McCarthy, 1988). In *State Certification of Early Childhood Teachers: An Analysis of the 50 States and the District of Columbia*, McCarthy (1988) noted that these patterns include requiring an actual early childhood education license, "add-on" endorsements of programs in elementary education, and a wide range of intermediate combinations. For example, the fact that 23 states and the District of Columbia in 1988 had provisions for licensing teachers in what they identify as "early childhood education" (McCarthy, 1988) cannot be taken as indicative of commonality. The most prevalent licensing pattern required a credential for teachers of children from three to eight years old, but this pattern was shared by only six

states. In addition, 11 states reported title-specific licenses (e.g. for "nursery school" or "prekindergarten") that are similar to those identified as "early childhood education." Even when licenses were similar by title, age range of children served, or both, the standards that specify professional education content for these credentials varied greatly from state to state. Thus, one cannot look at the presence of a credential or its name as a source of consensus on the content of professional preparation.

"...one cannot look at the presence of a credential or its name as a source of consensus on the content of professional preparation."

On the other hand, administrators and faculty in institutions engaged in teacher preparation are frequently in a position to influence the direction of standards for licensure and certification. This suggests a second question, namely, what might certification or licensure patterns look like?

In addressing this question, one must consider the fundamental issue of the desired end product. McCarthy (1988) suggests:

> The basic question we have before us is how can we best develop teachers who are steeped in knowledge of child development and committed to a school based on firsthand learning; who allow for active social give-and-take among children and who prize creativity and imagination; and who are capable of resisting the pressure that disallows this type of programming for young children (p. 5).

Accepting the premise that teacher preparation programs either influence or reflect licensing requirements, an examination of existing credential patterns would not lead one to believe that this type of teacher is being developed. Combination licenses for kindergarten and primary school may, for example, lead to undue emphasis on the primary school component limiting the clinical experiences, student teaching, and pedagogical knowledge related to appropriate practice for preprimary settings. From the perspective of the National Association for the Education of Young Children (NAEYC, 1982), the years between birth and age eight can be divided among three levels: infants and toddlers, preprimary, and primary years. These levels are based on developmentally appropriate practices that are responsive to aspects of children's growth and development unique to each of these periods in a child's life (Bredekamp, 1990). When a license is intended to indicate a teacher's knowledge of two of these levels, the teacher preparation program should reflect study and field experiences at both levels.

Another concern is narrowly defined licenses such as "nursery school" for ages three and four or "prekindergarten" for birth through age four. Even though teachers trained accordingly may be highly competent, public school employers are likely to view the limited range to which such a teacher can be assigned as an impediment. In the past a major portion of candidates pursuing programs of study in early childhood education that focused on prekindergarten were not seeking employment in public schools because very few public schools offered programs for children younger than kindergarten age (Rust, 1989). Within the last two years this picture has

changed radically. More than three-fifths of the states provide funds for prekindergarten programs or supplement Head Start funds (AACTE, 1990). Also, Public Law 99-457, enacted in 1986, authorized two new programs, the Federal Preschool Program and Early Intervention Program. The Federal Preschool Program mandates that handicapped children between the ages of three and five receive free and appropriate education in the least restrictive environment possible. The Early Intervention Program authorized states to establish a grant program for handicapped infants and toddlers from birth to two years old. These programs raise additional issues that teacher educators should address in their efforts to prepare teachers of young children, namely:

1. Is it possible to prepare a candidate to be equally competent in several developmental levels (for example, infants and toddlers, pre-primary, and primary) in order to enhance his or her employability? How should licensure standards reflect this preparation?
2. Should programs of study prepare teachers of young children to deliver their services in all settings (e.g., public schools, private schools, child care centers, Head Start, hospitals, community agencies)?
3. Inasmuch as the current national focus is on serving young children at risk and states are responsible for implementing P.L. 99-457, are programs preparing teachers to be effective at participating as interdisciplinary team members, at serving a diverse population, and at delivering services in a variety of settings?

Content of Early Childhood Education Programs

An analysis of early childhood credentialing patterns across the nation does not answer all questions regarding appropriate teacher preparation; however, these patterns clearly reflect current program design. Four documents are recommended for thorough examination as guidance for the preparation of teachers of young children, namely:

1. National Association for the Education of Young Children. 1982. *Early childhood teacher education guidelines for four- and five-year programs*.
2. National Association for the Education of Young Children. 1990. *NAEYC draft model of early childhood professional development*. Unpublished draft. Washington, D.C.
3. National Association for Elementary School Principals. 1990. *Early childhood education and the elementary school principal: Standards for quality programs for young children*. Alexandria, Va.
4. National Association of State Boards of Education. 1988. *Right from the start*. Alexandria, Va.

An examination of these and a number of related publications suggests several central issues about program content. Spodek and Saracho, editors of *Yearbook in Early Childhood Education Volume I: Early Childhood*

Teacher Preparation (1990a), raise the following questions in a comprehensive analysis (1990b):

1. Does the teacher's general education include the humanities (history, language and literature), the sciences, the social sciences, and the arts? What level of knowledge should be acquired in each field? Are both Western and non-Western cultures included? (p. 26)
2. What will be the foundational component? What proportion will be devoted to child development research and theory? What proportion will be devoted to early childhood curriculum, to teacher methodology in the classroom, and to the application of child development knowledge to teacher training? Will other foundational knowledge (e.g., from the social sciences and philosophy) be included and, if so, to what extent? (p. 27)
3. What will be the nature of the early childhood curriculum component and instructional knowledge component? (p. 29)
4. What will be the design and dimensions of the practice component in terms of pre-student teaching field experiences? What will be the design and duration of student teaching? Will it include more than one field experience? (p. 37)
5. What major teacher education reform recommendations will have an impact on the program under review? Will, for example, the program be an undergraduate one? Will the number of education credit hours be capped? Will field experiences be extended? Will the program include an induction period for novice teachers? (p. 39)
6. Will alternate approaches to early childhood certification be encouraged? If so, might the CDA and or associate degree become a stepping stone for certification? (p. 42)

Expanding on these points from the perspective of pedagogy, McCarthy (1990) focuses on those domains or categories of performance for which pedagogical skills are to be developed. The author indicates that these are built on the assumption that the program includes two foundational elements, namely, general subject matter studies and child development. The following questions are then raised:

1. Does the program develop the philosophical, psychological, and historical foundations of early childhood education within a context that leads to an understanding of how policies and practices are influenced, thus enabling teachers to confront fallacies and inconsistencies faced in practice?
2. How will teachers acquire the pedagogical skills for (a) developing home, school, and community relations, (b) planning for the unique needs and concomitant appropriate experiences of children in each of

the three subcategories of early childhood education, (c) accommodating health, nutritional and safety needs of young children, (d) implementing assessment and evaluation procedures, (e) creating and managing a classroom environment that is supportive of children's learning, and (f) implementing a program for atypical children?

3. Does the program include appropriate levels of continual clinical experiences beginning with observation and moving to increasingly responsible instructional roles? Do these clinical experiences include exceptional and culturally diverse populations in a variety of settings and age ranges?
4. Does student teaching experience include at least two age groups and is it accompanied by a seminar that provides for discussion, reflection and consideration of the relationship of practice to research, alternative teaching, and behavior strategies?
5. Do the clinical experiences and student teaching take place in the context of collaborative school and center programs developed by teacher educators, cooperating teachers, and public and private sector administrators?

When one reviews the research and literature on preparing young children and the importance of the early years in their development, it becomes clear that teaching young children demands highly competent professionals (Alexander and Entwistle, 1988). Teacher educators and higher education institutions preparing teachers are in a position to make a valuable contribution to education reform if there is a commitment to preparing such professionals.

Selection, Retention, and Induction

Teacher education programs have been faulted for not preparing competent teachers. This has led to more rigorous academic standards for entrance into teacher education programs, increased emphasis on liberal studies in teacher education, and assessment on completion of a program.

As McCarthy (1988) points out, the intent of screening is to ensure that candidates who enter the education profession are academically competent. However, the intent and the outcomes may not be synonymous, and this raises a series of issues. Screening tests may not be designed to fairly assess potential teachers who are not from the dominant culture. Some potentially excellent candidates who grow up in an environment substantially different in language and culture from the dominant one may be eliminated. Another concern of McCarthy is the issue of whether the screening tools are good predictors of the skills teachers should have. In other words, do the candidates who are admitted possess the knowledge, skill, and competence necessary to interact sensitively, creatively, and successfully with the children they teach and the adults who

directly affect those children? Teaching at any level involves human relations skills; these are especially important for teachers of young children. Can skill at human relations be captured on tests? Should a single criterion be the major screen for entrance or exit from a program?

Culture and family life are the essence of a young child's world, and a successful teacher must have the ability to understand and be sensitive to cultural and family differences. Many educators and policymakers believe that one way of improving education is to have teaching staffs that reflect the racial and cultural diversity of our population. According to an AACTE study (1991), fewer minority students are preparing for careers in education. Is institutional atmosphere discouraging the entrance of minority students into the teaching profession?

"Culture and family life are the essence of a young child's world, and a successful teacher must have the ability to understand..."

More than one-third of the states have implemented some type of induction program for beginning teachers (McCarthy, 1988). The typical approach is an internship, a postbaccalaureate experience with full responsibility for classroom teaching. The intern may be assigned a mentor or a teacher in the same building who serves as a source of support. Mentors may or may not be asked to make periodic evaluations of the intern's success or failure in the internship. This raises a concern as to whether the mentor expects the intern to practice state-of-the-art education or simply to reflect the school as it exists. In many cases, these are two very different modes of operation. What is the role of institutions of higher education in addressing this issue that so significantly affects the development of beginning teachers?

Compensation and Career Development

Another challenge to professional early childhood education is low compensation, particularly in the private sector. According to the NAEYC (1990b; Willer, 1990), the lack of resources facing many early childhood programs and the concomitant inadequate compensation of early childhood personnel are rooted in the nation's chronic indifference toward young children. This indifference cannot be justified. Ample evidence exists that children's early experiences have a significant impact on their future development (Whitebook, Howes, and Phillips, 1989). Those who are engaged in teacher preparation should consider:

1. supporting compensation for early childhood professionals in the private sector equivalent to that of other professionals with comparable preparation requirements, experience, and job responsibilities,
2. making preparation programs available to the nontraditional student who does not have access to daily course offerings on a university campus, and
3. establishing programs that offer career development options that encourage additional professional preparation as personnel gain experience and are ready to assume new responsibilities within the multifaceted network of people needed to deliver program services.

SUMMARY

Examining past and present trends in the preparation of teachers of young children is insufficient for developing state-of-the-art early childhood teacher education programs. The field has experienced rapid changes in the past few years; increasing demand is anticipated as more states add or expand present programs for young children and as the need for quality child care services increases. Teacher preparation programs must not be limited to preparing personnel for one particular setting—the public school. There is a need for personnel with a variety of skills, including the ability to:

1. plan and implement programs for young children with special needs,
2. accommodate the needs of an increasingly diverse clientele,
3. function in a variety of settings (Head Start, child care centers, public schools, etc.),
4. involve parents and social service agencies, and
5. make informed and ethical decisions.

Early childhood teacher education is at a critical juncture. The role of teachers working with young children is qualitatively different from that of teachers of older children. The question of what knowledge and skills are needed must be addressed by higher education institutions. Early childhood educators and institutions of higher education can and should influence what will happen in the field in the 1990s and beyond.

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APPENDIX A

The following entries on Early Childhood Education are excerpted from from the December 1990 AACTE survey, *Teacher Education Policy in the States: A 50-State Survey of Legislative and Administrative Actions*.

ALABAMA

Alabama offers an Early Childhood Certificate that allows individuals to teach nursery school through third grade. The state does not offer any early childhood education services to children other than those who require special education programs. Preschools may register with the state; however, registration is for information purposes only and does not involve any state review, license, or funds. Local systems train and recommend paraprofessionals for paraprofessional credentials, which require approximately 30 hours of training (a combination of preservice and inservice).

ALASKA

Alaska contributes $5 million in state funds to Head Start. Some districts offer prekindergarten programs. The state offers an early childhood education endorsement for prekindergarten through grade 3; however, individuals need not hold this credential to teach in those grades.

ARIZONA

A new prekindergarten program is being piloted in the state. In July 1990, the state received a $500,000 grant from the John and Dorothy Shea Foundation that was matched with $500,000 from the state to pilot prekindergarten programs for at-risk four-year-olds. In addition, $100,000 was allocated by the state for technical assistance grants to preschools that have already been established. At-risk status is determined through five state-developed criteria: (1) percentage of children from families with a limited proficiency in English; (2) the rate of mobility in the district; (3) absentee rates; (4) the number of children in the district eligible for free and reduced lunches; and (5) the number of students scoring at or below the 40th percentile on the Iowa Test of Basic Skills. Between the pilot grant and the technical assistance grant, approximately 300 children will be served in eight new classes and three existing classes. Classes vary in length and follow different models. All programs will have parental involvement and will be comprehensive.

The State Board of Education passed a Primary endorsement for kindergarten through grade 3 in August 1990. The regulations for this endorsement are forthcoming.

Arkansas

Individual districts may sponsor prekindergarten programs, although there is no funding from the state. A kindergarten endorsement is part of an elementary education credential.

California

(See State Profile: Page 8)

Colorado

The Colorado Preschool Project, begun in 1988, is funded to identify and provide services to four- and five-year-olds deficient in language development. ("Deficient in language development" refers to all at-risk children, and districts may define what "at-risk" means in the particular community. The State Department of Education will check to see that districts definitions are reliable and valid.) The project is a comprehensive, half-day program (although some districts extend it to full day) that uses public and private service providers. A combination of state and local money totaling $4 million for 1990-1991 funds programs in 59 districts serving 2,750 four- and five-year-olds. Local program providers determine the services on the basis of an assessment of family needs; comprehensive services are encouraged, although they are not funded by the state. One day is devoted to parental involvement each week.

Colorado offers an Early Childhood Endorsement for teachers of children ages three through eight. The enabling legislation for the Colorado Preschool Project stipulates that the state or district cannot require teachers in the program to be certified because of the variety of individual service providers' requirements for staff. The State Department of Education has a grant from the University of Colorado-Boulder to consider ways in which the program's regulations for areas such as teacher certification and training may be made uniform.

A measure that would have mandated the provision of kindergarten programs did not pass in 1990.

Connecticut

In 1990, the state approved the creation of a license for teaching prekindergarten through kindergarten, but requirements for that credential have not been finalized. A committee of the State Board of Education decided against a credential for paraprofessionals but made recommendations about minimal requirements for them. Districts are not required to adhere to these recommendations. The State Board of Education has requested that the State Department of Education research ways in which more children may be served by Head Start.

Delaware

Delaware no longer has a state-funded preschool. From 1986 through 1989, the legislature funded three pilot projects (one in each of the state's three counties) for four-year-olds. Districts applied for the funding, which totaled $300,000 per year or approximately $70,000 per project (some programs received more money). Program offerings varied among the districts, but all

offered services to a heterogeneous population of children; in all, 99 children were served. The legislature has not continued the program's funding, so the program is no longer in existence.

The state's unit on children, youth, and their families licenses preschools; however, the licensing procedure focuses on the physical plant and building conditions rather than on instruction. The Governor's Task Force on Day Care Facilities is developing requirements for those who work in day care facilities.

The state offers an Early Childhood Education Certificate that authorizes persons to work with children in kindergarten through grade 3. (The state also offers the Early Childhood Special Education Certificate for teachers of children three through six years old). In addition, the state has an agreement with the University of Delaware that stipulates that graduates of its early childhood education program may teach nursery school and kindergarten. As most credentials are under review in Delaware, the Early Childhood Education Certificate is also under reconsideration. At the state level, individuals are discussing a possible preschool credential that would enable individuals to teach children ages birth through five; in addition, the state is considering attaching an endorsement for kindergarten through grade 3 onto a possible elementary credential which would be valid for teachers in grades 1 through 5.

District of Columbia

The District of Columbia offers Head Start programs for three-year-olds and prekindergarten programs for four-year-olds. Although the District receives some federal funding for Head Start, the bulk of the funding comes from the District of Columbia. Approximately 800 children who are served in this program receive comprehensive services. Staff-to-student ratios are 1-to-9 for Head Start. The prekindergarten program is open to all four-year-olds but geared toward at-risk children. These full-day programs are offered in about 200 classrooms throughout the city and are funded at a level of about $11 million in 1990-1991. In addition, these programs received an additional $1.8 million to bring the classes in line with the stipulated staff-to-student ratio (1-to-10 for the prekindergarten program) and another $1.2 million to upgrade equipment and materials. About 4,000 children are served in the prekindergarten classes.

A citywide collaborative has convened to facilitate the delivery of comprehensive services for all children in the District of Columbia. Representatives from the mayor's office, the District of Columbia Public Schools, the District of Columbia Department of Human Services, child care providers, early childhood educators, and others, will convene to examine how to accomplish this task.

The District of Columbia offers an Early Childhood Certificate, which authorizes teachers to work with three- to five-year-olds. Those teaching in either the Head Start or the prekindergarten program must hold this credential.

As teaching licenses are reexamined in 1991, this credential may be changed to authorize individuals to teach children from ages three through eight.

Florida

Since 1987, Florida has sponsored the Prekindergarten Early Intervention Program for at-risk three- and four-year-olds. (Seventy-five percent of the children must be eligible for the free lunch program and the other 25 percent are expected to be from foster homes or homes with drug abuse). Funded through the state lottery, the program received $51,037,207 in 1990-1991. Florida has approximately 137,000 three- and four-year-olds who are eligible for free lunch; about 13,000 children will be served directly, and approximately 5,000 more will be served through enhancements in all of Florida's 67 districts. To be eligible for the funding, districts must create District Interagency Coordinating Councils, which assist district school boards in planning and implementing the programs. The comprehensive programs, some of which are school-based and some of which are contracted through private centers, last at least six hours per day, provide parent education, and must adhere to state guidelines, including a 1-to-10 ratio of staff to students. Teachers in this program are not required to be certified in Early Childhood Education, although 30 hours of training is provided to aides and paraprofessionals working in the program. The state is developing a prekindergarten credential.

In the 1988-1989 session, the Florida legislature passed the First Start Program, which provides parent education and support services to at-risk and handicapped children from birth through age three and to their parents. These programs concentrate on meeting children's cognitive and language development, health, safety, and nutritional needs and on teaching parenting skills. For 1990-1991, the program has received $3.2 million to provide such services to districts on the basis of three criteria: (1) the number of children born in the district; (2) the number of children who are in the district's kindergarten-through-grade-12 program for the mentally or physically handicapped, and (3) the number of children in the district receiving free or reduced lunch. Currently, 25 districts take part in this program.

HB 931 has added new components to the First Start Program and to other early childhood efforts. It requires the districts to set up parent resource centers, to be funded through community education programs and staffed by a coordinator who is trained in parent education and holds a bachelor's degree in one of several areas (including early childhood education or child development). Beginning July 1, 1991, the Commissioner of Education will identify two model schools for coordinated children's services and fund those programs at a rate of $150,000 per district. The legislation requires such programs to meet standards set down by the National Association for the Education of Young Children. Finally, the legislation mandates a longitudinal study to discern how many families are served through the First Start Program.

Georgia

No license is offered for teachers who work with children before they enter kindergarten. No state-run programs exist for youngsters below kindergarten who are not in special education.

Individuals working as paraprofessionals for classrooms from kindergarten through grade 4 must hold the Paraprofessional credential, which requires a high school diploma or equivalent and is valid for five years. In addition, they must have 10 contact hours of inservice training within the first month of employment as part of their initiation to their job and the school system. They also must have 40 contact hours of inservice training during the remainder of the year.

Hawaii

A task force is developing a plan to make voluntary early childhood education available for all eligible four-year-olds. The timeframe for the implementation of this plan is not later than January 2000. The final report, to be completed in 1991, will consider issues such as staffing needs, target groups, facilities, curriculum, and parental involvement.

The State Department of Education has recently approved a program that would provide an early childhood specialization with an elementary education credential. Such a credential, when attached to the elementary license, would authorize individuals to teach children as young as age three through grade 6.

Idaho

The Professional Standards Commission will continue to discuss the possibility of an early childhood education endorsement.

Illinois

(See State Profile: Page 9)

Indiana

Starting in 1990-1991, the state has budgeted $3 million for pilot projects for preschool programs for three- and four-year-olds, early childhood education programs geared toward parents, and programs for latchkey children. Preference will be given to school corporations that incorporate all three areas into their program and develop links with other agencies. The State Department of Education expects to train paraprofessionals involved in the pilot programs.

Indiana offers an Early Childhood Education Prekindergarten License. Individuals staffing the early childhood education pilot programs will not be required to hold this credential but will be expected to demonstrate some experience with early childhood programs.

Iowa

Approximately $4.6 million was made available on July 1, 1990, for two state-sponsored competitive grant programs that fund projects to help at-risk three- to five-year-olds. The first program allows public schools to establish all-day, five-day kindergarten programs for five-year-olds, along with preschools for at-risk children ages three to five. Approximately $1.3 million has been

awarded to 13 schools in five school districts. The second grant program funds preschool programs for at-risk three- and four-year-olds in licensed child care centers, community action agencies, and public schools, with approximately $2 million awarded to 29 programs. Approximately 1,000 children and their families will be served through these two grant programs, which will be comprehensive, addressing emotional, social, health, nutrition, and psychological needs of young children. Parental education and involvement are incorporated in these programs. The stipulated ratio for all programs is eight children to one adult. Available program funding will increase to $6,125,000 effective July 1, 1991.

The Child Development Coordinating Council was established by the 1988 General Assembly to promote the provision of child development services for at-risk three- and four-year-olds. Council members represent a variety of state agencies, IHEs, and interest groups. The group provides recommendations on the use of resources for the provision of early childhood services, including prekindergarten programs, licensed day care centers, registered family day care homes, and support services for parents of children five years old or younger. A legislative mandate requires local districts to form Local Early Childhood Advisory Committees to follow the state of the care and education provided to young children.

The state-funded Regents Center for Early Developmental Education, housed at the University of Northern Iowa, has completed its first year of existence. The center has a legislative mandate to study at-risk children, young children in general, and their families. The state offers a teaching endorsement for prekindergarten and kindergarten.

Kansas

Kansas has budgeted approximately $1 million for the state's Parents As Teachers Program. Modeled after the Missouri Parents As Teachers Program, the parent education program is open to all parents and children in the state's 111 districts, which sponsor 33 programs. (Some districts join together to deliver the programs.) The state awards grants to each district, which must match the grant. Some districts offer extended preschool services to approximately 2,885 three- and four-year-olds. Otherwise, the state operates preschools for special education students only, although it offers endorsements in both early childhood education (for working with children from birth through four years old) and early childhood education for the handicapped. Only those paraprofessionals who work in early childhood education programs for the handicapped must have preservice training.

Kentucky

As a result of HB 940, an education bill that passed in 1990, Kentucky funds preschool programs for at-risk four-year-olds as well as for three-and four-year-olds with handicaps. By 1991-1992, all districts will be required to have prekindergarten programs for at-risk (defined as children who are eligible for

the federal free lunch program) four-year-olds, which will be half-day educational programs with parental involvement and home visits. There will be coordination with other agencies for day care and health, and all children will receive either free breakfast or lunch. The stipulated staff-to-student ratio is 1-to-10. The State Department of Education estimates that about 39 percent of all four-year-olds, or about 20,000 children, will be served by this program. During 1990-1991, approximately 7,000 at-risk four-year-olds children are being served in 134 (of 176) districts. HB 940 also mandates programs for handicapped three- and four-year-olds by 1991-1992. Children served by these programs and by Head Start are mixed together in the same class.

HB 940 also sets up the Task Force on Family Resource and Youth Centers, to be composed of various members of state and local agencies. This task force will develop a five-year plan to establish centers in or near elementary schools where 20 percent or more of the students are eligible for the federal free lunch program. Programs at the centers will include full-time preschool and child care for two- and three-year-olds; after-school day care for four- to 12-year-olds; a parenting program; a parent-and-child program; and a referral service for health concerns.

An early childhood education credential is now in proposal form. The credential, which would authorize people to teach children from birth through kindergarten, would require a bachelor's degree in an interdisciplinary early childhood education program combining child development, education, and special education. Currently, lead teachers in early childhood classrooms are required to have specific training and background in early childhood education. Teacher aides must have a high school diploma or equivalent and a passing score on a state achievement test. Aides must also have successfully completed an inservice program established by the State Board of Education of 18 clock hours per year and an annual evaluation.

LOUISIANA

Since 1985, Louisiana has supported the State Funded Program for High Risk Four-Year-Olds. Funded at $3 million for 1990-1991, the 90 programs serve 1,749 children in predominantly full-day classes. (Three programs offer half-day programs.) Such programs are educational in scope, with hearing and visual screening. The state defines high-risk four-year-olds as children from families with income levels below $15,000 who score low on readiness screening tests. Parents must agree to participate in the program. They do so through workshops on parenting skills and volunteering in classrooms. There can be no more than 20 students to every two adults in a class. (One of the staff members may be a teaching assistant.) In total, approximately 5.9 percent of the high-risk students in the state are served through this program. An additional 49.5 percent are served through Chapter 1, Head Start, Special Education, and other prekindergarten programs.

There is an early childhood education credential for nursery school and

kindergarten, and an endorsement for nursery school, kindergarten, or both. Teachers in the Program for High Risk Four-Year-Olds must hold one of the early childhood credentials. Teacher aides receive training as part of a statewide inservice workshop. Other training is district-determined.

Maine

Legislation allows districts to develop programs for four-year-olds; approximately five programs have developed at the local level.

As of fall 1990, three new early childhood education demonstration sites will provide half-day nursery school for 16 to 20 four-year-olds. The programs are a result of collaborative efforts between the local school districts, Head Start agencies, and other local child care and development providers. The children at the site must be representative of those children who are not typically served by such programs in that community. The programs have comprehensive referral systems and parental involvement. The state is funding these programs for two years at a level of $50,000 per site per year. If the community then chooses to continue the program, the state will reimburse the community for a portion of the program's cost. Staff from the demonstration sites have been trained in the High Scope Curriculum at the expense of the State Department of Education.

The state has no early childhood education credential, although there is movement to create one.

Maryland

Since 1979, Maryland has sponsored the Extended Elementary Education Program for four-year-olds who attend schools eligible for Chapter I funds. Funded at $9,019,861 for the 1990-1991 school year, the 166.5 sites (each site offers two sessions, so the ".5" is one session at a site) offer a 2.5 hour educational program each day, five days each week. Classes are taught by individuals with an early childhood education degree as well as an early childhood credential. Classrooms may have no more than 20 children for every two adults. One of the adults must be a teaching assistant, who must hold a high school diploma or the equivalent and have experience working with young children.

Maryland offers both an early childhood education license and an endorsement. Both authorize a teacher to work with children in nursery school through grade 3.

The Interagency Advisory Commission on Early Childhood Development and Education, established by SB 258, will continue the work of the now defunct Council on Early Childhood Development in coordinating services for children ages birth through five. The Commission's membership will be representative of the early childhood community, including community and state agencies and other groups. The members have not yet been appointed.

Massachusetts

Massachusetts offers public preschool programs in about one-third of its school districts. Districts may provide a range of efforts, including, but not

limited to, enhancing kindergarten programs, furnishing day care for children ages three through five, furnishing nursery school for four-year-olds, and providing programs for parent-child interaction. Public preschool received $7,495,345 in all for the 1990-1991 school year. Seventy-five percent of the funds are targeted to low-income sites (which the State Board of Education defines as sites where there are a certain number of recipients of Aid to Families with Dependent Children or Chapter I schools). There are 4,171 children receiving direct preschool services through the public schools, and another 634 receiving services in a contracted setting. In these programs, the state requires a staff-student ratio of 15 children to two adults.

Those teaching in the public preschool program will be required to hold the new early childhood credential. This credential, to be held by teachers of children in nursery school through grade 3 (rather than kindergarten through grade 3), will be in place by October 1994. Separate credentials for early childhood education and teachers of young children with special needs have been combined into a single credential.

MICHIGAN

The Michigan Early Childhood Education Preschool Program for Four-Year-Olds began operation of half-day preschool programs in the 1988-1989 school year. Through this program, the state offers funding for local school district programs and competitive grants for community-based, private, nonprofit programs geared for at-risk four-year-olds. Funding for 1990-1991 efforts is in excess of $30 million. This money funds programs in almost 300 school districts ($24.8 million) and over 60 grants for private, nonprofit agencies, including some Head Start agencies (approximately $6 million). These half-day educational programs with a stipulated teacher-to-student ratio of 1-to-8 (18 maximum group size) offer a four-day preschool program and a fifth day of parental involvement. The parental involvement includes at least two home visits from the teacher, two parent-teacher conferences, parent education programs, and parental involvement in the teaching of the child through curriculum development councils and community development councils. Local and intermediate school districts are eligible for funding if they have many "at-risk" four-year-olds (i.e., children suffering from such problems as economic disadvantage, family unemployment, parental impairment, family history of substance abuse, family history of juvenile delinquency, family illiteracy, unstable home, child low birth weight, or handicapping conditions). Comprehensive needs of children must be addressed through these programs, although the state does not specify how this should be accomplished.

By 1993, all teachers employed in these programs must hold the Michigan early childhood education endorsement, which prepares a person to teach children from birth through kindergarten. Michigan requires paraprofessionals to work toward earning the Child Development Associate Credential.

Minnesota

(See State Profile: Page 9)

Mississippi

State efforts in early childhood education are confined to special education, although the state does require and fund a teaching assistant for every kindergarten, first grade, and second grade classroom. Teaching assistants must have a high school diploma and demonstrate proficiency in basic skills on one of several standardized tests. They must also participate in staff development for teaching assistants at the local level; if that is not available, teaching assistants must participate with classroom teachers in their professional development program. No early childhood education credential is offered for teachers; home economics programs prepare people to work in child care centers.

Missouri

The Early Childhood Development Act enacted in 1984 authorizes the state to provide districts with funds for services to infants, toddlers, preschool children, and their parents through the New Parents as Teachers Program (NPAT). The program provides education for parents of children ages birth through four and screens children for language development, general development, hearing, vision, and general health. Districts must offer parents four home visits and four group meetings. To receive all of the allocated funding, districts have been required to serve a quota of those eligible for the services based on 1980 census figures: 26 percent of all families with children ages birth to three and 50 percent of all families with children ages three and four. In 1989-1990, the state appropriated the following funding: screening for one- and two-year-olds, $752,280; screening for three- and four-year-olds, $1,074,690; parents as educators for ages birth to three, $7,976,250; and parents as educators of three- and four-year-olds, $1,102,240. Through this program, 45,796 families with children aged birth through three were served; 38,391 families with children ages three and four were served; and 39,050 one- and two-year-olds and 69,558 three- and four-years-olds received screening services. Only two districts in the state do not offer this program.

The state requires instructors in public preschools to hold a license that applies to prekindergarten through grade 3. Teachers with a credential in elementary education may add an early childhood education credential. There are specific requirements for individuals who work in the NPAT program.

Montana

No state early childhood programs were reported.

Nebraska

Legislation has been passed that will fund four pilot prekindergarten programs starting in 1991-1992. The following factors will increase a program's eligibility for funding: services for three- and four-years olds or a parent education program, a full-day program, services for teen parents, services for infants and toddlers, and collaboration with Head Start. Funding for this program will come from local, district, private, and possibly federal sources, but 70 percent of the state funds must go toward low-income or at-risk children. Each program

will be funded at $100,000 per year for three years. The State Board of Education has adopted voluntary guidelines for teacher-to-student ratios as follows: for children 16 to 18 month old, 1-to-4; for children 18 months to 3 years old, 1-to-6; for children three years old, 1-to-10; for children four and five years old, 1-to-12; and for kindergarten through second grade, 1-to-18 (or 1 teacher to 25 students if a full-time paraprofessional is also in the classroom). The State Department of Education estimates that approximately 100 children will be served by this program in its first year.

Teachers of young children must hold an Early Childhood Endorsement. To earn this prekindergarten-through-grade 3 credential, individuals must complete 30 credit hours in the field. (This must include a student teaching component of 320 clock hours.) This endorsement, if attached to an Initial, Standard, or Professional Certificate, need not be attached to any other grade-level endorsement. A regulation states that teacher aides must have 12 credit hours in early childhood child development or the equivalent.

Nevada

While districts may offer prekindergarten programs, state funding for preschools is confined to special education. Nevada offers an early childhood special education license.

New Hampshire

Early childhood education services provided by the state are confined to programs for special education students. The state offers an Early Childhood Education endorsement that authorizes a person to teach children from birth through grade 3. Teacher Assistants working in special education preschool programs must have a high school education or the equivalent. With three years of experience as a Teacher Assistant, an individual may become a Teacher Aide.

New Jersey

New Jersey permits districts to offer prekindergarten programs; in addition, a few districts are involved in a pilot program for urban, prekindergarten-aged children. Public school prekindergarten programs are offered in 94 districts, which serve approximately 6,508 four-year-olds in half-day sessions. The district has the discretion of opening the program to all or targeting a particular group of children. Teachers in this program must hold the state's Nursery through Grade 8 endorsement. New Jersey also offers publicly funded child care services for low-income, working parents through a program of education and care for 9,000 three- and four-year-olds.

The state has focused its efforts on the Urban PreKindergarten Pilot Program, a cooperative effort between the State Department of Education and the State Department of Human Services. This program, a five-year effort, funds comprehensive programs for approximately 459 three- and four-year-olds in selected urban areas. Each year, the pilot program will receive $2.5 million to be distributed among these locally developed programs. Teaching

personnel involved in this program are required to: (1) hold the Nursery through Grade 8 endorsement, including 15 credits in early childhood education, (2) have at least two years of experience teaching children under the age of six, and (3) have demonstrated experience with children from urban, low-income families. (Student teaching can serve as this experience.)

New Mexico

Although an Office of Child Development was created, insufficient state appropriations have delayed its implementation. During the fall of 1990, the State Department of Education considered a proposal that would require educational assistants to be at least 18 years of age, hold a high school diploma or the equivalent, and complete an orientation session. The proposal describes three levels of licensure for educational assistants and specifies additional requirements at each level.

New York

(See State Profile: Page 10)

North Carolina

The state offers an Elementary Certificate for kindergarten through grade 6 and a prekindergarten endorsement that attaches to either an elementary or a home economics credential. The latter was instituted in anticipation of state movement into early childhood programming. Currently, the state does not fund prekindergarten programs, although some pilot programs are funded by the federal government and private foundations.

North Dakota

State preschool services are confined to services for special education students. There is a Kindergarten credential.

Ohio

Ohio offers grants for districts to create or expand both day care and preschool programs. Districts can compete for $6,000 grants to run day care programs for one year if they agree to continue to fund the program after that year. (These programs are to be patterned after state-developed models, one of which is a preschool model.) Grants of $125,000 are available to develop new preschool programs in public schools or to expand and improve existing ones. For 1990-1991, $13.7 million is budgeted for such comprehensive programs. Priority for entrance into these programs goes to those three- and four-year-old children whose families would qualify for free or reduced-cost lunches. Staff-student ratio for the programs is 1-to-12 ratio for three-year-olds (group maximum of 24) and 1-to-14 for four-year-olds (group maximum of 28). The duration of the program is to be locally determined. In addition, the state will supplement Head Start funding with $13.7 million in 1990-1991.

Ohio offers a Pre-Kindergarten Provisional Certificate for those who have a bachelor's degree and have completed an approved course of study in early childhood education. The Pre-Kindergarten Provisional Certificate may be converted to a Professional credential. There is also a Pre-Kindergarten

validation (endorsement) which may be attached to an elementary credential; both the Certificate and the endorsement cover ages three through five. Individuals teaching in the public preschools must hold Pre-Kindergarten credentials by 1993. The state also offers a Pre-Kindergarten Associate Certificate for those who have completed an approved Early Childhood Associate program.

A Non-Teaching Educational Aide Certificate is required for all who assist in the classroom. This certificate requires a high school diploma or equivalent, and individuals holding such a credential must be willing to participate in inservice training, to be provided by the district.

Oklahoma

In Oklahoma, school districts and early childhood centers may voluntarily offer half-day early childhood programs. Half-day preschool programs for four-year-olds are available for four days per week; parent education is offered on the fifth day. Children who qualify for Head Start are served first, then other children. Regulations require that programs implement a process to provide continuity between the early childhood program and the kindergarten program and maintain a staff-to-student ratio of 1-to-10.

HB 1017, a bill that passed in 1990, stipulates that all four-year-olds are entitled to attend public preschool programs if these are offered in their district. The law also requires that by 1993, all teachers in such programs must be fully credentialed. Oklahoma offers an early childhood license for nursery school through grade 3. Currently, the elementary license authorizes individuals to teach nursery school through grade 8, and some preschool teachers hold this credential. However, by 1993, all teachers in these programs must hold the early childhood license.

Oregon

The Oregon Prekindergarten Program is patterned after the federal Head Start program. This comprehensive program serves 919 low-income three- and four-year-olds and is funded for 1990-1991 at $3,568,236. This effort consists of half-day, comprehensive programs sponsored by different groups across the state, some in connection with federal Head Start programs. Between Head Start and the Oregon Prekindergarten Program, approximately 23 percent of the state's eligible low-income children are served. When the programs are operated within public schools, teachers must be licensed; otherwise, teachers must have a background in early childhood education but are not required to be licensed (although a bachelor's degree is suggested). The state is in the process of creating an Early Childhood Endorsement, which would authorize individuals to teach children from age three to grade 3.

For the past two years, the state has also offered a pilot program called Together For Children. Funded at $565,000 for 1990-1991, this program is similar to the New Parent as Teachers Program (see Missouri entry). Although the program is targeted for low-income families, its three sites are open to all families with prekindergarten-age children. The sites offer a variety of

activities, including support groups, classes, home visits, and play groups. Approximately 360 families (and more than 500 parents) participate.

Pennsylvania

Although the state does not specifically sponsor prekindergarten programs, it does permit districts to include four-year-olds in kindergarten programs. Eighteen districts have "K4s," or kindergartens with four-year-olds. Most are half-day programs, although some are full-day. The state also sponsors about 14 school-affiliated child care projects.

An early childhood credential is offered in the state. This "stand-alone" credential authorizes a person to teach nursery school through grade 3.

Rhode Island

Districts can apply for grants through the state's literacy and drop-out prevention program to set up early childhood education or day care programs. Existing programs are targeted at unserved at-risk four-year-olds and may be half- or full-day programs. There are five projects serving approximately 200 children. The funding for the programs for 1989-1990 was $700,000. In addition, in 1989-1990 the state contributed approximately $385,000 to Head Start, which serves approximately 500 children.

The state offers an early childhood credential for preschool through grade 2. Those teaching in district-level preschool programs must hold this credential.

South Carolina

(See State Profile: Page 10)

South Dakota

South Dakota offers an endorsement in nursery school teaching. The Commissioner of Education is considering a proposal for a combined early childhood and special education endorsement.

Paraprofessionals must either be high school graduates or hold a General Equivalency Diploma and must participate in three days of professional development before the start of school.

Tennessee

The state supplements Head Start monies with state funds. All early childhood programs are locally initiated. An early childhood education credential will be available in 1994.

Texas

Approximately 488 Texas school districts offer half-day, state-funded prekindergarten programs targeted at four-year-olds who are eligible for the free or reduced federal lunch program or who have limited proficiency in English. Approximately 62,679 children were served in the 1988-1989 school year in classrooms with a mandated staff-to-student ratio of 1-to-22. SB 1, passed in 1990, provides for funding for prekindergarten programs for three-year-olds, provided that there are at least 15 eligible students in a district. Starting in 1991-1992, districts may petition for funding for this more compre-

hensive program. SB 1 also requires the Texas Education Agency and the State Department of Human Services to work together to devise a plan for monitoring prekindergarten programs.

Texas offers early childhood credentials as a 24-credit component of the Elementary Education Certificate. A teacher who has an elementary education credential with this component may teach prekindergarten through grade 6. The state also offers an Early Childhood Endorsement to candidates who have 12 credit hours in early childhood education and have completed either student teaching or one year of teaching with a permit. Teachers with this endorsement may teach kindergarten. Within the past six months, a proposal for an additional Early Childhood Exceptional Endorsement has been adopted.

Paraprofessionals and instructional aides are required to have a particular amount of training, the highest level stipulated being the associate's degree. No inservice training is required for paraprofessionals to keep their credentials.

Utah

The state does not currently sponsor any prekindergarten programs for non-special education children. Utah does offer an early childhood credential that permits teachers to work with children ages three through eight.

Vermont

The state funds 45 community-based early education programs serving disadvantaged, possibly at-risk children ages birth through five. The 1990-1991 budget for this project is $1.5 million. The programs vary. Some offer half-day and others full-day, center-based programs; others consist of home visits and a weekly play group. All collaborate with other agencies to provide comprehensive services to young children and their families. Programs follow the National Association for the Education of Young Children's guideline that no more than 10 students be assigned to one teacher. Approximately 1,000 children and their families are served through this program. Vermont offers an early childhood education license for teachers of children from birth through age eight and an early essential education endorsement.

Virginia

The 15-member Council on Child Day Care and Early Education serves as a clearinghouse and as a coordinating mechanism for early childhood efforts in the state, including Head Start programs, community agency programs, employee-sponsored child care, and public-private partnerships to increase the amount of available child care. The Council has received $1 million for the biennium to fund seven demonstration projects in the state. These projects will help test local models of services to at-risk, low-income four-year-olds. (*At-risk* here applies to any children from a disadvantaged environment, either physical or psychological, whose life experiences put them at risk of failing to develop language competence, adaptive behaviors, a strong self concept, and a sense of individual responsibility). The programs, which began in the fall of 1990, all must be comprehensive, full-day efforts that include appropriate child

and staff development. Out of approximately 8,800 children who qualify for such programs in the state, this program serves approximately 350 children.

The state has an elementary education endorsement for teaching nursery school through grade 4.

Washington

Washington operates the Early Childhood Education Assistance Program (ECEAP) through the Department of Community Development. Washington provides grants to districts, community colleges, and independent projects for prekindergarten educational programs modeled after Head Start. Preschool services are provided to three- and four-year-old children who are considered "educationally at-risk" (defined as children who are at risk of failing in formal education because of social or economic factors). Of the nearly 30,000 three- and four-year-old children who are eligible for ECEAP, approximately 4,000 are served by the program and about 5,000 more children are served by Head Start in 1990-1991. The total allocation for the ECEAP program for years 1989-1991 is $23,919,099.

The state offers a preschool through grade 3 endorsement, required for those who teach in the Early Childhood Assistance Program.

West Virginia

The Governor's Cabinet on Children and Families was created in SB 1, which passed in 1990. This interagency cabinet is charged with fostering "a flexible system for the comprehensive, unified, effective, and efficient administration of programs...which avoids fragmentation and duplication." This cabinet coordinates social services and other programs between state and local agencies for children and families.

The state issues licenses for teachers of nursery school and kindergarten. This credential is attached to the Elementary Certificate for teachers working with children ages three through five. According to the reform legislation, Paraprofessional Certificates may be issued to individuals who have completed 36 semester hours of postsecondary education directly related to the job of supporting the instruction of students. The legislation does not specify how long these credentials are valid. The state requires training for paraprofessionals but does not specify how they will be trained.

Wisconsin

For 1990-1991, Wisconsin Act 31 provides $330,000 for 17 projects that would integrate early childhood education and child care. These funds are to be used to plan (not implement) programs. At the end of this fiscal year, these groups are expected to begin to implement their projects with other funding. The state also provides approximately $5 million in funding for kindergarten for four-year-olds. These programs are available in 30 out of 430 districts, serve approximately 4,000 children, and are open to all children. During the 1990-1991 school year, the state will supplement Head Start programs for the first time with $2 million.

Institutions may add an early childhood endorsement to an elementary education license. The endorsement is currently for nursery school and kindergarten; however, in 1993, it will cover prekindergarten through grade 3.

WYOMING

State activity in early childhood education is confined to special education.

APPENDIX B

TABLE 7*
POLICY CHOICES

1. **Who shall be served?**
   - Age groups:
     - 4-year-olds
     - 3- to 4-year-olds
     - Toddlers and infants ages 0-2
   - Target groups:
     - Low-income children
     - Educationally "at-risk" children
     - Limited English-speaking children
     - All children

2. **Program duration/hours of operation**
   - Morning or half-day preschool (2-3 hours)
   - Full school day (5-6 hours)
   - Full working day (8-10 hours)
   - Morning preschool plus after-school program

3. **Funding level, services provided, and funding sources**
   - Level — Spending per child ranges between $1,000 and $6,000
   - Capital outlay funds
   - Services provided:
     - Basic care/instruction only
     - Transportation
     - Health screening
     - Health care
     - Psychological screening
     - Counseling
     - Parent Education
     - Social services/information to parents
   - Revenue sources:
     - State revenues only
     - State revenues plus required local revenues
     - State revenues plus parent fees

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(Please continue on next page.)

TABLE 7
POLICY CHOICES
(continued)

4. **Funding Mechanisms**
   - Expand existing programs
   - Expand state tax credits
   - Project funding via proposals:
     - school districts only eligible
     - school districts eligible, with subcontracts allowed
     - school districts and community-based organizations eligible
   - Formula funding to school districts:
     - existing school aid formula
     - new aid formula specifically for early childhood
   - Formula funding to districts, towns, cities, or counties
   - Voucher mechanisms:
     - vouchers to parents, unrestricted
     - vouchers to parents, restricted to programs of specified quality
     - vouchers administered by programs (vendor payments)
   - California model: various funding mechanisms for different programs

5. **State administrative agency**
   - State department of education (perhaps with a new office of early childhood education)
   - State department of education, with an interagency coordinating council
   - State welfare agency
   - State agency that licenses child care, or that currently administers Head Start
   - State office for children
   - New state agency

6. **Quality control**
   - Adult/child ratios
   - Teacher and aide salary levels
   - Teacher certification and preparation
   - Licensing requirements
   - Technical assistance

7. **Teacher certification and preparation**
   - Early childhood training required
   - Elementary teaching credential acceptable or required
   - Sub-B.A. credentials (certificates, A.A. degrees, and CDA) acceptable or required
   - B.A. required

APPENDIX C

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